25 November 1955

MEMORANDUM FOR: Deputy Director, Intelligence

FROM: Assistant Director, Central Reference

SUBJECT: Manpower Utilization

REFERENCE: DDI memorandum, subject as above,
18 November 1955

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1. On duty figures for OCR as of 31 October 1955 add up to ███ according to our records. These do not include persons on leave without pay, but do include about ██ persons not yet cleared but working in the uncleared pool. These persons are not contributing in any way to the performance of OCR functions, and they are therefore not accounted for in the pages which follow. Figures used herein are those which add up to the authorized total of ██ which is, exactly or almost exactly, the number of persons now engaged on activities which are a part of the OCR mission. If an overall summary of the DDI area is to be drawn up, based on the 31 October on duty figures, then the OCR column should show ███ persons in the uncleared pool and a grand total of ██ However, the study of personnel versus workload must be confined to the ██ who are actually carrying the load.

2. The major functions assigned to OCR are, of course, the seven each of which is performed by a separate Division. It is doubtful that these could be ranked in descending order of priority, because all of them are essential to the overall performance of CIA's mission. In the event of a sharp cut in authorized manpower it would almost surely be found better to cut each one of the Divisions rather than to abolish any one of them. Manpower assigned to each of the major functions, and to OCR headquarters, is as follows:

AD's Office ....
    Administrative Staff....
    Operations Staff........
    Class. Ctr. Staff (Top
    Secret control function)
    Subtotal...............

CIA Library (Central reference
    function for classified
    documents and books)....
Biographic Register (Biogra-
    phic intelligence func-
    tion).................
Industrial Register (Indus-
    trial intelligence func-
    tion).................
Special Register (central
    reference function for
    special intelligence,
    and NSC 169 function)...
Graphics Register (Central
    reference function for
    film and photo intelli-
    gence)................
Machine Division (Machine
    support for all aspects
    of OCR operation).......
Liaison Division (Coordina-
    tion of requirements,
    liaison, dissemination
    functions)............

TOTAL.......................

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* For the purposes of this paper, in addition to those who perform administrative tasks in staff capacities, we have reckoned as "Administrative" those others who devote most of their time to the direction of others. The breakdown is not really meaningful. It could be argued that only 5 or 6 people in OCR are really performing strictly administrative tasks. Also, by using slightly different definitions, it would be possible to place more than ███ persons in the "administrative" category.

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Appended hereto as Tab A is a series of studies giving a breakdown of the functions being performed in each Division. In the event of a ten percent cut it would probably be necessary to eliminate nearly all the functions shown in the divisional lists below a point representing 90% of the cumulative manpower.

3. A TEN PERCENT CUT could not be absorbed by abolishing any one of the existing Divisions. The most fundamental and absolutely indispensable central reference functions are shared out between the Library, Liaison Division, and Machine Division. The Library could not perform even the irreducible minimum of its assigned functions without machine support and the personnel to perform liaison and dissemination functions. Each of the Registers is performing a mission in support not only of CIA but of the entire intelligence community. Not one of them could be abolished unless one of the other agencies were to take it over, and any such transfer would be highly uneconomical for the community as a whole because it is only within CIA that adequate technical and machine support now exists for these functions, and because it is only within CIA that a unit designed to serve the whole community can hope to remain free of special and parochial pressures.

In consequence, any serious cut in manpower would have to be shared out among the seven Divisions. In most of them it would probably result in curtailment of existing services as well as elimination of particular functions. Most of what we are doing today would continue to be done, but it would not be done as well. Reference materials would not be under as good control, and it would therefore take longer to answer every request -- whether it came from a GS-5 analyst in ORR or from the Director himself.

   a. In the Library we should abandon the Clipping Service entirely, we should have to operate the Branch libraries in DDP, OSI and Training on a half-day basis rather than full-time, and we should cease to comb publishers' lists for new books of value to the Agency. We should cease compiling special bibliographies and checking out references except in response to requests from the immediate offices of the Director and his Deputies. In this way we could make a saving of about ██ persons.

   b. In the Biographic Register we should abandon entirely our present rather nominal attempt to keep track of foreign economic and financial figures, and we should have to cut out the Soviet Bibliographic File. The raw data for the latter cost us very little indeed, since they are obtained as a byproduct of an essential project in the Library of Congress, and they

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provide excellent information on Soviet scientists, but
the file is a big one and it takes some manpower to keep
it current and provide service from it. Thus we might
save ▮ persons.

c. In the <u>Industrial Register</u> we are already faced
with the necessity of an agonizing reappraisal. There are
no smallish and semi-discrete undertakings which could be
eliminated, and yet the Register is today quite unable to
keep pace with the flow of new data. The screened backlog -
documents which have been hastily scanned and set aside for
ultimate incorporation in the files - now stands at about
40,000 items. This represents a year's work for ▮ persons,
and the backlog is now 50% greater than it was last year.

The only possible solution for this impasse is for
the Register to narrow down its approach, and concentrate its
effort on a limited number of industrial categories, or else
cease all work on industrial plants outside the Soviet and
Satellite areas. Either approach is dangerous. In today's
technology an innocent-appearing brickyard may prove, when
closely studied, to be something quite different; and there
is therefore a considerable risk in making the decision that
brickyards, at least, should henceforth be excluded from the
files. Geographic selectivity is equally dangerous, because
the Register is very nearly the only place in the federal
government which is now compiling data on countries outside
the Communist orbit. A shift in the international scene
might suddenly cause these data to take on very high importance,
and it would seem that CIA should have the forethought to per-
ceive this and plan accordingly.

Thus, a ten percent cut on the Register would probably
have the effect of causing it to focus its effort even more
narrowly than is now being planned. In order to cut out ▮ of
the ▮ persons now authorized, and simultaneously get present
operations reorganized on a no-backlog basis, it might well be
necessary to cease all work on areas outside the Soviet Union,
European Satellites, and China.

d. In the <u>Special Register</u> a ten percent cut would re-
quire us to cease providing support to ▮▮▮▮▮▮▮▮▮▮▮▮
in their task of evaluating the effectiveness ▮▮▮▮▮▮
▮▮▮▮▮▮▮▮▮▮▮▮▮ clerical hands are now engaged
on this job which, though not formally assigned to the Register,
is one of obvious importance which could not be as well per-
formed anywhere else. In order to make a further saving of
▮ other persons, bringing the total to 10%, the Register would
cease indexing the so-called diplomatic data.

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e. In the Graphics Register a ten percent cut would have to be spread through the shop. With only ███ people on board, the Register cannot hope to do a thorough job of combing all available sources for photos and films of intelligence value, yet it cannot cease providing minimal service to its customers. There are no discrete tasks which could be abolished. In order to make a saving of ██ persons, ██ would be taken from the Photo Branch and █ from the Film Branch. The effect would be to decrease still further the coverage of available materials, and to make the service even slower and less efficient than it is at present.

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f. In Liaison Division the only functions which could be eliminated or curtailed without disrupting the basic flow of intelligence materials would be (a) the handling of arrangements for briefings and debriefings of government officials, and (b) the compilation and dissemination of information on international conferences. The latter is a function of peculiar importance at the present time, and the Division is under pressure from all sides (most notably OSI and DDP) to do far more with it than it is now able to. A saving of ██ persons could be effected if these two functions were abolished or transferred.

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g. In Machine Division a ten percent cut would require the release of ██ persons. We would probably quit punching cards and running lists for Graphics Register's still photos, and we would ask to be relieved of the chore of punching cards for ORR's introspective analyst-time-utilization studies. We'd save █ or █████ persons in this way, and would attempt to absorb the remaining ████████ without abandonment of any other function. If necessary, we'd have to give up the ███████████ operation in support of DDP as this now costs us about ██ people.

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4. DUPLICATION of OCR functions does not exist on any significant scale in any other agency or in any other unit of CIA. On the contrary, very considerable reduction of duplicative effort has taken place as a result of OCR's development of an Intelligence Subject Code acceptable to all agencies and of the steps now being taken to achieve community-wide cooperation in the indexing and handling of intelligence documents. These steps do not, unfortunately, produce economies which can be pointed to with pride in hearings before the Bureau of the Budget, but they are producing a kind of efficiency in the intelligence business which never existed before.
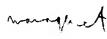
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a. The Records Integration program of DDP is obviously akin to some of OCR's operations, and it can be argued that there would be real advantages from a technical standpoint,

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and probable economies, if RI were placed under OCR management and direction. However, DDP has made plans during the past summer (with OCR participation) to give machine support to RI, and it is probable that this in itself will produce considerable economies in the course of time. Moreover, any candid observer must admit that though the DDP and DDI sides of the house are a lot closer together today than they were five years ago, the day has not yet arrived when either of them would gladly become wholly dependent upon the other for so vital a function as records control. (I personally believe, and respectfully submit, that the long-term objective of a completely integrated central intelligence, devoid of internal stresses and jealousies, would be repulsed rather than brought nearer if the DDI were now to urge that DDP records should be placed under OCR control.)

b. Air targeting intelligence bears a good many superficial similarities to the job being done by the Industrial Register, but the similarities are more apparent than real. There are many aspects of the work being done by the Air Force which OCR could not possibly undertake, and, contrariwise, the Air Force has no desire to handle the minutiae which we must daily cull from intelligence reports, analyse, and file in dossiers. Yet the detailed Industrial Register approach is of high importance not only to (a) ORR for economic intelligence, (b) OSI for scientific intelligence, and (c) DDP for operational data on important industrial targets, but also to (d) Strategic Air Command which has put a small task force of its own people on full-time duty within the Register.

c. Other possible duplication as shown in the appended reports from OCR Divisions appears to be of almost negligible importance. ORR's Requirements Staff does to some degree duplicate Liaison's dissemination function, and it apparently does maintain one file which is a duplicate of another maintained by the Library in the same building. I suggest it might be well for DD/I to request a Management survey and recommendations on this score.

5. FUNCTIONS BEYOND PRESENT CAPACITY to perform are, for the most part, qualitative. OCR is operating today very close to the borderline of acceptability in performance: inability to get materials fully processed and indexed leads to delays and inefficiency in answering requests, while recurrent demands for high-priority rush jobs make it necessary to pull people from their regular assignments and thus weaken still further the performance of routine tasks upon

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which the overall efficiency depends. The pressure from headquarters
to reduce the use of overtime has made matters worse.

I estimate that an additional 75 persons are needed at the present
time to place OCR's major operations on a really sound basis, and I
should assign them as follows: Library 10, Biographic Register 15,
Special Register 40, Liaison Division 5, and Machine Division 5.

    a. The CIA Library is now unable to process incoming
documents in less than 10 to 14 working days. This time
could be cut to 4 or 5 working days if we had about 6
additional clerical hands.

        Now that we have achieved a high degree of centrali-
zation in the indexing and handling of documents from all
agencies, the Library is under steady and growing pressures
to provide more service for the other agencies in the form
of reproductions from aperture card microfilm. The demands
now outstrip our capacity, and we urgently need two additional
hands plus one additional photostat machine.

    b. The Biographic Register is now obliged to pass over
so large a percentage of incoming information that its machine
indexes are becoming incomplete and out-of-date. Its machine
staff is unable to keep pace with the special projects, and
was able to complete a recent high-priority telephone directory
for OSI only by borrowing help from another Division. BR
urgently needs an additional 14 persons.

    c. The Industrial Register is unable to process all in-
coming industrial information, and it cannot now meet all the
demands which are placed upon it. The difficulty is that these
statements would probably still be true even if the Register
had twice as many people on board as are now authorized. The
boundaries of the assigned mission are so elastic, and so all-
embracing, that it becomes necessary every so often to reexamine
the pattern of manpower utilization and search for ways and means
of narrowing the field of focus. Such an effort is now underway,
and no need for additional manpower is therefore estimated at
this time.

    d. The Special Register would need 28 additional persons
in its OCI branch in order to complete its indexing of special
materials and provide the services now being demanded, and it
would need 20 additional persons in its OSI branch in order to
do a really first-rate job of the mission assigned under NSC 169.

    e. Graphics Register is shorthanded, but the potential
magnitude of its assigned mission is so great that, like the

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Industrial Register, it would probably still feel shorthanded
if it were double its present size. Accordingly OCR does not
at this time estimate a need for additional hands in Graphics
Register.

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g. Machine Division needs two additional keypunch operators
at this time, and will probably need additional hands during the
period while Minicard and Intellofax are being run in parallel.

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In sum, then, OCR's contractual arrangements provide an output
which would cost us about 78 positions if we had to handle it our-
selves.

It is doubtful that external contracts could be used by OCR any
more extensively than is now the case except on deals which would not
result in lifting any part of our assigned workload. Nearly all the
central reference work involves on-the-spot transactions with classified
documents, and there is therefore very little of it which could be
assigned to commercial outfits.

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